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ABSTRACT

This study is one of a series of documents resulting from the Survey of Second Language Teaching, which investigated second language learning as a factor in national development in Asia, Africa and Latin America. The aspect discussed here concerns professional evaluations, opinions and recommendations of individuals and organizations involved in teaching English as a second language. This report is divided into four sections. (1) The American role in ESL programs here and overseas is fragmented among several government agencies, private foundations and professional associations. The U.S. must reassess its world role and cooperate with other English-speaking nations in training foreigners to produce their own English teachers. (2) The major factor in program planning is the state of the individual nation - educational atmosphere, degree of linguistic unity, position of English, geographical conditions, institutional rivalries, traditional attitudes and living conditions. Thorough country surveys and coordinated educational efforts are necessary. (3) Manpower needs for such programs are considerable: teachers, teacher trainers, linguists, audio technicians and administrators. (4) ESL materials and research are urgently needed, especially textbooks for schools and universities and technical texts at reasonable cost. Research is needed on linguistic and area studies, instructional materials, methodology and the psychology of learning. (CHK)

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# English Overseas

*Guidelines for the American Effort in Teaching English as a Second Language*

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**Center for Applied Linguistics**

*of the Modern Language Association of America* *Washington D.C. 1961*

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*Guidelines for the American Effort in Teaching English as a Second Language*

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## Introductory Note

THIS STUDY is one of a series of documents resulting from the Survey of Second Language Teaching conducted by the Center for Applied Linguistics of the Modern Language Association of America during the period December, 1959-March, 1961, under the provisions of a special grant from the Ford Foundation for this purpose. The aim of the survey was to investigate the nature and extent of the problem of second language learning as a factor in national development in countries of Asia, Africa, and Latin America. It was carried out with the advice of an informally constituted international group of specialists in the field and in active collaboration with the British Council, the French Bureau d'Etude et de Liaison pour l'Enseignement du Français dans le Monde, the Commonwealth Office of Education in Australia, the English Language Education Council, Inc., of Japan, and other institutions and individuals in the United States and elsewhere.

One aspect of the survey was the collecting of descriptive data about specific countries and regions. It brought together an extensive body of information about the present position of second or additional languages, especially English and French, as well as about the present extent and status of training in such languages, methods of training, available and potential resources, and current efforts to strengthen those resources. Over sixty country and regional reports were prepared, papers were drafted assessing the activities of resource countries such as Great Britain, France, the United States of America, Canada, and Australia, and a considerable amount of additional information was accumulated in the files. The present study draws upon illustrative material from this source.

Another aspect of the survey was concerned with bringing together the professional evaluations, opinions, and recommendations of individuals and organizations currently involved in the problem of second language teaching. It is upon this second aspect of the survey--the professional

evaluations and recommendations--that the present study is based.

This document was prepared by the Center for Applied Linguistics at the request of the U.S. International Cooperation Administration. The Center believes that the views expressed in it represent a consensus of professional judgment, but these views do not in every instance coincide with those of all who collaborated in the survey, and they cannot be interpreted as representing the views of the Ford Foundation. Accordingly, the Center for Applied Linguistics accepts full responsibility for the opinions expressed in the document, including any errors of fact or interpretation which may have been included.

Charles A. Ferguson
Director
Center for Applied Linguistics

August 1961

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## Background

AN URGENT world-wide interest in the English language has developed since the Second World War and has created a demand that cannot be met by simply continuing present programs and implementing present plans. Existing United States English language programs overseas are conducted independently of each other and in diversified ways by various government agencies, by universities and foundations, and by other private organizations. The programs are marked by a lack of clearly stated objectives and priorities, and by duplication of effort, inefficient utilization of resources, and even occasional rivalry. Their inadequacies can be overcome only by an imaginative, unified policy, toward the teaching of English as a second language (TESL), and such a policy, once developed, must be supported at the highest levels and must be provided with vigorous, professionally competent direction. Such a policy must recognize that English today enjoys a position which makes it the best suited of the major world languages to meet the communication requirements of almost all the countries which must establish wider and more effective contact with the rest of the world. The policy must be based on enlightened mutual interest. It must be sensitive to the dangers of linking its programs to the interests of particular agencies or attempting to impose American educational patterns. It must be alert to the long-term planning which the problem calls for.

Most of the independent nations of the world, especially those which have recently assumed responsibility for self-government, face the immediate task of accelerating their rate of national development. Among these nations it is commonly recognized that at the root of the problem of national development lies the need for an educated leadership and a more effective utilization of man power resources. In order to expedite technological progress, create a stable economy, and gain a recognized place among the more advanced nations of the world, these countries must have access to the scientific and technological knowledge of the West, an access that can be gained through

the English language. Further, in a multilingual country--and most of the nations of Asia and Africa are multilingual --there is need for a common language for education, for government administration, for business communication, and for interaction between scholars, technicians, and other professional groups. For this reason, some nations that at the beginning of their independence attempted to downgrade English, regarding it as a symbol of their former dependent status, are now reconsidering their position. Finally, effective channels of communication with other nations must now be established by many countries that were formerly sealed off from the modern world, either by dependence on a foreign power or by the accidents of their own history. It is significant that international meetings which are composed entirely of representatives from nations whose national language is not English, such as the Bandung Conference of 1955, are almost always carried on in the English language. It is clearly to the mutual interest of the United States and the nations which desire to establish or strengthen English language programs that the United States offer all reasonable aid and advice.

Keeping in mind this close relationship between the teaching of English as a second language and the national interest of the United States, we have provided in this study critical professional evaluations of the main elements of the problem as seen by various experts, as well as recommendations which may serve as guidelines for officials of the U.S. Government, private foundations, and other organizations concerned with strengthening existing resources, coordinating existing efforts, and developing the broad, unified policy called for above. This study also indicated the kinds of factors that need to be taken into account in planning, although it is not intended to be a finished and detailed proposal.

The following sections have been arranged in a rough priority order. The first deals with the American role in programs conducted both in the United States and overseas; the second with the broad outlines of planning overseas programs; the third with the personnel requirements that Americans will have to meet in order to conduct such programs; the fourth with language teaching materials and research.

## The American Role

*Present Resources of the United States*

Five U.S. Government agencies are engaged in TESL programs: (1) the Department of State administers a cultural exchange program for students and teachers which includes linguistics and the teaching of English as a second language; (2) the U.S. Information Agency engages in English teaching activities as part of its cultural services to promote understanding of the United States; (3) the International Cooperation Administration carries on English language activities as part of technical assistance programs; (4) the Military Assistance Advisory Group provides English language instruction to foreign military personnel; (5) the Peace Corps is beginning to provide teachers and teachers' aides for English teaching in the schools of certain countries.

In addition, various American foundations have supported overseas programs for improving the teaching of English, and English is taught around the world in schools sponsored by industrial, missionary, and other private means as well as through activities carried on informally by Americans residing abroad. Organizations such as English Language Services, Inc., Laubach Literacy Fund, Inc., Language Research, Inc., and Electronic Teaching Laboratories, Inc., have English teaching interests overseas.

Several professional associations have an active concern with the teaching of English as a second language: the National Council of Teachers of English, the National Association of Foreign Student Advisers, and the Speech Association of America. Private non-profit organizations such as the Institute of International Education and the African-American Institute are becoming increasingly concerned with the teaching of English as a second language. The Center for Applied Linguistics of the Modern Language Association of America functions as a clearinghouse and informal coordinating body for many aspects of this field.

More than fifty American colleges and universities have programs of varying quality for teaching English to foreign students studying in the United States, though only five institutions of higher learning have well-established official programs devoted to the preparation of specialists in the field of TESL: University of Michigan, the University of Texas, Teachers College of Columbia University, the University of California (Los Angeles), and Georgetown University. Newer programs on a smaller scale also exist at American University, St. Michael's College, Louisiana State University, New York University, and Brown University (this last in applied linguistics).

These programs represent a small core of experience and competence which can be drawn upon in overcoming our present inadequacies; they do not represent an effort of adequate size and quality in proportion to the job which must be done.

*Responsibility of the United States*

A large share of the responsibility for the leadership of the free world rests upon the United States, and if the United States is to establish effective leadership, it must assume its role in cooperation with other English-speaking nations of the world in English language programs. In the past, Great Britain has played a key role in meeting the world's demand for the teaching of English - and undoubtedly will continue to do so in the future, with expanded and more specialized operations. Other English-speaking countries, such as Australia, New Zealand, Canada, and Ireland, are also beginning to undertake larger responsibilities in this area. It is quite clear that the United States cannot assume its due proportion of responsibility in these efforts without a reassessment of its current policies and resources.

It must also be kept in mind that the United States and the West are not the only sources of modern scientific, technological, and economic knowledge to which the underdeveloped nations of the world can and do turn. Currently the English language enjoys a favored position as a source of such knowledge, and since the political orientation of national leaders and the professional orientation of scientists, technicians, educators, businessmen, and the like are greatly influenced by the languages they command, the United States and the West should take

fullest advantage of this favorable situation so as not to risk losing it.

### *National Effort*

The combined resources of all the English-speaking countries will not be able to provide sufficient teachers of English to meet the world-wide demand or to produce all the textbooks and other materials required. Our long-range policy must be to provide the appropriate machinery to train foreign nationals to the high degree of competence they need to produce their own teachers of English. Otherwise, English will never realize its potential as a lingua franca of the free world. The current practice of providing American teachers in random, short-term programs will not suffice for our future needs. This view is reflected in the recent report, The University and World Affairs: "In view of the size and vigor of the [English language] movement it is not enough to recruit Americans to teach English abroad; we cannot continue to rely upon the limited supply of teachers of high school English to teach English as a foreign language. The effort asked of American universities with the competence to shoulder it is chiefly to devise ways of helping nationals of other countries to prepare materials and to train teachers of English in their own countries" (pp. 26-27).

We cannot, however, afford to delay until such a long-range policy produces these ultimate solutions. There is an immediate urgent need to respond to the pressing demands for widening the use of English in the world. To meet these pressing demands, certain short-term projects will also be necessary, although every effort must be made to keep them in harmony with the long-range policy as it is worked out and put into operation. For both the long-range policy and the short-term projects we must mobilize all of our present resources and create new ones immediately.

It is recommended, therefore, that experts in the field of TESL, representing the U.S. Government, American universities, private foundations, and other organizations concerned be called upon to assume the following responsibiiities:

(a) They must determine what changes, at what levels, will be required for the establishment of an adequate policy for the future. It is fruitless to formulate policies which run afoul of legislative

and organizational obstacles. We must therefore have a clear view of how present organization (especially of government agencies) will have to be changed to permit the implementation of whatever policy is established.

(b) They must formulate plans to put more teachers of English into the field immediately, in programs which are in substantial harmony with the broad outlines of our long-term responsibilities. In order to do this, ways must be found to achieve more effective coordination within the government, in the non-governmental sector, and also between the two. It would be unproductive to send out more teachers without this coordination.

An important consideration in policy determination should be the fact that the teaching of English abroad is easily construed by foreign nationals, in and out of government, as a more or less indirect instrument of political intervention. When an official agency of the resource country negotiates TESL programs, or when it directly supervises them, this danger is increased. If the agency is at the same time charged with information responsibilities, TESL programs and other programs as well sometimes suffer irreparable damage. This is particularly true when TESL programs require the active cooperation of ministries of education or officials of government schools, who to some degree must accept political hazards as a consequence of such cooperation. Hence, it is strongly recommended that all TESL programs which operate in the schools and universities of foreign countries be freed of direct or thinly-veiled association with information programs. On the other hand, such a recommendation does not apply to TESL programs aimed at the general public and not directly involved in foreign school and university systems.

Another point to be considered in the development of overall policy is the need for American universities with the necessary competence to become involved to an increasing extent in TESL programs, and the need to develop a similar competence in other institutions. That universities should have a high degree of autonomy, within the framework of general U.S. policy objectives, is recognized in the following quotation from The University and World Affairs: "Government programs for educational cooperation and assistance abroad will be more effective when the government: provides funds on a long-term basis to support the varied university activities of training and research that will

enable universities to operate effectively overseas as educational institutions; enables cooperating universities to participate at an early stage of planning programs they are asked to carry out; respects university autonomy to the fullest extent compatible with the responsibilities of government for over-all development programs overseas." (p. 6).

A project designed to meet the staffing crisis in the high schools and teacher-training institutions of Kenya, Uganda, and Tanganyika provides a hopeful example of the kind of TESL programs here recommended. This project had its inception in December, 1960, at a conference sponsored by the African Liaison Committee of the American Council on Education with support from the Carnegie Corporation. Participants included representatives of the governments, educational institutions, and voluntary agencies of Uganda, Tanganyika, and Kenya as well as of the United States and Great Britain. As a result of the deliberations, a three-year contract was concluded between the U.S. Government and Teachers College of Columbia University to provide, train, and supervise in the field the needed staff. Significantly, these staff members will be classified as employees of the local governments. One hundred and one teachers are now in preliminary training at Makerere College, Uganda; they will be joined in October by fifty-one more.

It is clear that many projects in this field cannot be directly sponsored and supervised in the field by a U. S. Government agency. However, the framework within which they operate can be established by appropriate government agencies in cooperation with the best informed resources of our academic community. A partnership of this kind can thus represent effectively the total national interest. When projects are sponsored by the U.S. Government and carried out by a university, the negotiations between the university and the sponsoring agency should be at a level which can reduce to a minimum the amount of direct, detailed supervision by U.S. embassies in recipient countries.

### *International Cooperation*

Full cooperation on the international level is often impossible because of political, administrative, and other problems. Substantial collaboration is possible, however, through effective exchange of information, particularly on two levels: (a) the level of policy planning among the English-speaking resource countries, and (b) the level of

operations within the recipient countries. Present resources do not permit the duplication of effort frequently imposed by inadequate international dissemination of information.

To the maximum extent possible, matters of major policy should be determined on a cooperative basis with the other English-speaking nations. The recent Anglo-American conferences on TESL have necessarily worked within a framework of restricted dimensions, but they have proved fruitful and should be continued. Also, the kind of successful international collaboration which was evident in the carrying out of the Survey of Second Language Teaching should be continued and extended to other aspects of English teaching activities.

## Program Planning

Some aspects of the teaching of English to speakers of other languages do not require a detailed consideration of specific regional or country factors, and much important work can be done through international and area programs, whether multilateral or bilateral in origin. However, all experience in program planning indicates that ordinarily the most important unit for programming is the individual nation in which the TESL is to be improved and its pace accelerated. Accordingly, it is of crucial importance for Americans concerned with policy making in this field to understand the essential factors involved in country program planning.

It is recognized that a country program, no matter how well-planned, may fail for reasons over which the planners have no control. It is possible, however, by wise and expert planning to avoid some of the worst and most common results of mistakes: mediocrity in achievement, dissatisfaction of the parties concerned, damage to American prestige abroad, and, at home, scepticism about the usefulness of the programs.

### *Selection of Projects*

It is possible to provide a measuring device which will give a reasonably accurate estimate of the general difficulties and problems that exist in a given area and which will indicate the type of planning that must be done for specific TESL programs. Some of the major factors which such a measuring device must take into consideration are:

(1) Extent of illiteracy in the adult population and percentage of children in secondary schools. These are a reflection of the educational traditions and developments of the past, and may serve as a rough but serviceable index of the extent of local resources. For example, it may be expected that programs planned for Uruguay and Bolivia would differ considerably, in spite of the identity of

national language (Spanish) and comparable population figure (about three million), because of the marked divergence in the educational development and resources of the two countries, as indicated by an estimated literacy index of 85% and 32% respectively. A program in Uruguay can draw upon relatively up-to-date resources in classroom space, educational organization, and student literacy, and it can be expected that the economic level of the students will permit the purchase of reasonably-priced learning materials. In Bolivia, on the other hand, planners should expect that the local educational agencies will have few facilities to contribute, that the organization of the schools may not lend itself well to extension-type programs, that students may have to be taught to read Spanish before they are taught to read English, and that textbooks may have to be provided entirely by the project. Each country would also require a different motivational approach, and might, indeed, require that different segments of the population be aimed at.

(2) Degree of linguistic unity. An area characterized by several different languages (possibly competing with one another) is more difficult to program than one characterized by a single dominant language. For example, a program planned for Ghana would be quite different from one planned for Yemen. The two countries are roughly comparable in size and in estimated population (about 4,800,000), but Ghana has five principal languages and perhaps as high as seventy less important languages, while Yemen is almost completely Arabic-speaking. Since learning problems are different for speakers of different languages, a program for Ghana would require at least five variations on the basic teaching materials--one for the native language of each major linguistic group. On the other hand, a program in Yemen may be able to use teaching materials prepared for other countries of the Arabic-speaking area. Further, to the extent that the native language of the students may have to be used by the teachers in outlying areas in order to take care of the daily routines, it may well be much more difficult to recruit program personnel for Ghana than for Yemen.

(3) Position of English in the area. A firmly established and generally accepted tradition of English as an important second language in the society provides different program conditions from those found in countries where English is studied only in the schools. For example, Sierra Leone and Somalia would require quite different programs. In Sierra Leone, English is the official language, is the medium of instruction in the schools, and is spoken, either in a standard form or in a creolized form, by a substantial number of people. In Somalia, in contrast, English has no special position, and is spoken by only a few people. As a result, it would be possible, in Sierra Leone, to attack the TESL problem on all school levels--which would not be possible in Somalia--although in Sierra Leone the teaching would involve a large amount of corrective work (because of the ever-present danger of creolization), as well as a special teaching approach (because speakers of a fairly stabilized creole form of English require different training from that given to speakers of a language that is distinct from or relatively unaffected by English).

(4) Geographical conditions. Mountains, rivers, and other natural barriers may make it difficult to treat the area as a unit. The very size of a country, or the population density, may require differences of programming. For example, in Sarawak, any program of in-service training for teachers, demonstration classes, program supervision, and the like faces the obstacle of widely-scattered settlements with very poor means of transportation or communication from one to another. Accordingly, it is necessary to use such techniques as the school radio, or to provide the project personnel with airplane transportation. In many areas, the school year differs from that of the United States, making it diffucult or impossible to recruit American personnel who must take leave from teaching positions at home. This problem is encountered in most of the coastal areas of Latin America.

(5) Institutional rivalries. Overlapping or competition between different organizations, local or foreign, concerned with TESL or with other forms of assistance, may cause serious programming problems. For

example, in Thailand, several departments within the Ministry of Education have been concerned with English teaching, as have five United States Government agencies, the British Council, the Colombo Plan, and, until recently, UNESCO. In cases such as these, the often different basic interests and responsibilities of the various agencies frequently require program planning on a high, international level. The problems often cannot be solved by country programmers alone, and therefore have often gone unsolved.

(6) Traditional attitudes, or political hostility or indifference, may hamper the effective expansion of TESL as well as of education in general. Ceylon is an example of a complex problem of social and political attitudes toward language. The favored position of English there has been under attack from those who favor the predominance of Singhalese throughout the whole of Ceylonese life, and this is complicated by strong feelings on the part of a sizeable minority of the population who insist on the use of Tamil for many purposes. As a result of these and other factors, the quality of English in Ceylon is deteriorating. Program planning for Ceylon must be done in close consultation with the Ceylonese government and with the embassies of the United States and other English-speaking countries. As an example of a different trend, in Indonesia the local attitude strongly favors the spread of Indonesian at the expense of local languages and Dutch--but at the same time definitely favors English over Dutch as the necessary language of wider communication. Nationalist sensitivities in Indonesia, must therefore be taken carefully into account in the planning of a TESL program. One consequence is that English can be taught only on the higher educational levels--not to the mass of the population. In instances of this sort, the educational policies of the government may favor many more courses in literature and in the civilization of English-speaking countries, and these will have to be provided in the program. Extension courses and adult-education courses should not be offered without the express consent of appropriate national agencies.

(7) Living conditions. A difficult climate, a dearth of housing and medical facilities, patterns of social behavior which differ significantly from those of the West, or even strange diet, may impose upon program planners a number of difficult recruiting problems. For example, any plan for Afghanistan must take into account the lack of medical facilities, the special status of women, and the hardships of travel and diet. In some countries, Catholic universities are appropriate for contracts to carry on TESL programs, while in others they could not be used effectively. Women, who form a large part of the staffing potential, especially in the United States, cannot be assigned to some areas, for a number of the factors given above. The planners also must include appropriate and detailed orientation for staff assigned to areas where the cultural patterns are markedly different from those of the United States or other English-speaking countries from which staff may be drawn.

It is recommended that a detailed set of criteria such as the foregoing be drawn up to serve as a measuring device not only to evaluate existing programs but to serve as a guide for the evaluation of future project plans.

*Preliminary Country Surveys*

Prior to drawing up a detailed set of recommendations for an English language program overseas, it will be necessary (at least for most countries) to conduct a short preliminary survey. This should be conducted by competent TESL specialists and individuals experienced in U.S. Government programming. It is vital that the surveyors have experience in the country being programmed, or at least be expert in assessing not only the various factors listed in the foregoing section, but also such factors as probable degree of local teacher cooperation, student motivation, personalities of foreign nationals who will be involved in the program, etc. A high degree of competence in fiscal matters should also be present on the preliminary survey team. Programs are easily ruined by underestimates of needs, and resources are often unnecessarily tied up by overestimates. Sometimes programs can be carried on almost entirely with foreign currencies, while in other cases the particular characteristics of the program will demand the use

of U.S. currency.

The probability of the program's success is based directly upon the accuracy of the preliminary country survey. For many countries, much of the survey information is now available in the country reports of the Survey of Second Language Teaching. For other countries, the data available in this survey would serve as an excellent point of departure for an on-the-spot assessment.

It should be emphasized that a crucial concern of the preliminary country survey is the determination of the organization or organizations best suited to implement the program, whether an agency of the U.S. Government, an American university, a foundation, or a private commercial group. The greater flexibility and non-political nature of a non-governmental organization may sometimes outweigh the advantage that a government agency possesses by virtue of its greater financial and administrative resources. Again quoting from The University and World Affairs: "Foundation grants for overseas educational development projects are generally made by the largest foundations, but even these rarely approach the scale of government operations in any given country. The foundations have two special advantages to offer in this field, however. They can deal with host countries on projects where U.S. government support might be embarrassing, and they can experiment with projects, methods, and designs, which, if successful, can then be adopted by government." (p.71)

Where the need for assistance in English teaching is restricted to the training of specific groups--for example, cabinet officials, air control personnel, primary school teachers, switchboard operators, and others--a private commercial enterprise may be best suited to the job. Where cooperation with a foreign educational system is involved, it may be best to use a contract with an American university, sponsored either by a U.S. Government agency or by one of the large foundations.

The establishment of a full-scale project necessarily involves the risking of extremely scarce resources, no matter how careful the preliminary country survey. Thus it is frequently wise to schedule a small trial project before committing these resources in quantity. This has the advantage also of giving personnel of the trial project sufficient experience to serve as a cadre for the larger program. Also important is the fact that such trial projects through effective demonstration of the efficacy of the assistance being offered to the host

country, frequently turn up new opportunities for the expansion of TESL.

*Coordination*

The impact and effectiveness of any project for TESL depends greatly upon the harmonious interaction of all the organizations involved. The degree of coordination required depends upon at least two factors. One is the nature, scope, and timing of the project itself. The other is the number of organizations involved (including national governments) and the nature and extent of their participation.

The objectives of coordination are to ensure (1) that the several programs of the participating organizations effectively reinforce and supplement the development aims and activities of the country concerned, (2) that overlapping is avoided, (3) that gaps are filled, and (4) that cooperative action is taken when needed. If such coordination is not provided, agencies may attempt to pursue their own interests inappropriately. For example, an information program should not become confused with a development program; a program designed and staffed to teach English to the populace at large should not attempt to engage in teacher training if another agency can do this more effectively; and in no case should a program run counter to the desires of the host country.

There must be appropriate bodies within the U.S. Government and the academic world whose function would be to review programs, approve major projects, exchange information between the various organizations providing assistance, and maintain liaison with other organizations that are concerned with TESL. The unanimous view of American specialists in this field, meeting in Washington in March, 1961, may be quoted here:

> "The teaching of English as a second language is a problem of such critical international importance that it calls for a sustained national effort, governmental and non-governmental, on a greatly increased scale; therefore:
>
> (1) It is imperative that the government take the necessary steps to formulate long-term strategy and policy in regard to all governmental programs for the teaching of English as a second language;
>
> (2) It is most urgent, in order to make effective use of non-governmental resources as well as to assure

a proper relationship among various governmental programs, that a policy-level Inter-Agency Committee on Government English Teaching Activities be established at the initiative of the Assistant Secretary of State for Educational and Cultural Affairs; and

(3) It is strongly recommended, in order to relate university and other private resources to the national effort, that the Director of the Center for Applied Linguistics confer with the Assistant Secretary of State for Educational and Cultural Affairs on the immediate establishment of a non-governmental council to serve the Inter-Agency Committee in an advisory capacity with respect to policy and plans."

*Communication and Control*

TESL programs are, and must be, instruments of change. They must result in a change of permanent benefit to the people of the host countries; otherwise, they must be judged failures. An important method of gauging the degree of success or failure of individual programs is the use of the principle of feedback, through which performed activity, not merely projected activity, is reported back to a central regulatory apparatus. Feedback, of course, can operate at all levels. It may provide data for criticism and regulation of individual programs, or it may serve as the basis for major policy formulation. Without such communication between programs and controlling bodies, activities carried on in far parts of the world under conditions unfamiliar to those at home may easily get out of control.

The complaint has often been made that a great deal of knowledge and experience acquired in overseas TESL assignments is lost because it is not collected and made generally available. This situation cannot be allowed to continue. It can be remedied by adequate feedback machinery, which will inform not only the policy makers and administrative officials of organizations based in the United States, but also the scholars and experts in the universities and training centers who are preparing the men and developing the materials necessary to get the job done. One special feedback device is the practice of having an independent organization send professionally qualified consultants to visit and evaluate the country programs, reporting back to the sponsoring agency or institution.

In the matter of control, it is important that coordinating bodies and sponsoring agencies have on their staffs persons who are professionally qualified to make independent technical judgments of all aspects of programs under the agency's responsibilities. The urgency of this recommendation will be readily apparent to administrative officers who have been forced to base their program decisions upon information gleaned from outside experts, who often have special interests of their own. Aside from this, the need is manifested by the slowness with which decisions involving TESL are often reached and by the inadequate "backstopping" which overseas projects often have at home.

*Continuity*

Perhaps the greatest waste of our limited resources that occurs in present TESL programs is that which results from lack of continuity. Projects are cut off before they have justified the investment of resources which they represent, and our relations with the recipient country are damaged when we fail to live up to the expectations which have formed the basis of agreements for TESL programs. A participant in a conference held in 1957 said, "Fulbright lecturers come and go, ICA contracts wax and wane, but the English Department of the College of Education in Bangkok goes on forever." (The subject under discussion was the necessity for continuity in programs and the dangers attending lack of continuity.)

Continuity is achieved through stability of objectives, stability of financial resources, and stability of staff. The objectives and financing of programs can be stabilized only at high policy-making levels. The proper conditions for stability of staff must also be provided in the basic policy formulations, but the stability itself must usually be achieved at the level of the country program.

American overseas service is a system of short assignments and periodic rotation. This system has certain advantages and it may safely be expected that it will continue. Only in rare instances will it be possible to have a field staff committed to long service in a country program in the way that some missionary enterprises and business operations do. Stability of staff in TESL operations abroad, however, can be achieved in several ways.

One way is to make sure that in any major TESL country program there is at least one senior key person, an American scholar, who is committed to direct involvement in the program for a period of no less than three years and normally for five years, ten years, or longer. Such a person might spend only a year of continuous residence in the country, but would visit it from time to time, would be concerned with the training of nationals of that country in the United States, and would take an active part in the planning of the program at the beginning and as it progresses.

Another way to achieve stability of staff is for an American university to accept a long-term commitment to a given country program, in association with one or more universities or other educational institutions of the host country. Such an arrangement can provide rotation of staff within a limited framework and can integrate training and research activities within a single set-up.

## Manpower Needs

There is already a serious lack of qualified Americans in the field of teaching English as a second or foreign language. As the kind of expansion envisaged in this study begins to take place, the manpower shortage will become so critical as to endanger the success of the whole national effort in the field, unless measures are taken to bring into being the corps of qualified people who will be needed at various levels.

### *Teachers*

First of all there will be need for English teachers--hundreds, perhaps thousands of them. It is quite clear that any long-range plan must emphasize the use of local nationals as teachers of English, but in the next several years Americans will be needed in many countries and for programs of teaching in universities in this country; steps will have to be taken to bring such a supply of teachers into existence.

The word "teachers" as used here includes persons ranging from teachers' aides, who would have little special preparation beyond the ability to speak and write English, to men and women of many years' experience in teaching English under varied conditions to speakers of other languages. A natural source for such teachers includes recent college graduates, American teachers who wish to live abroad, and wives of staff members in American universities or overseas operations. It should be emphasized here that teachers of English in American schools, or people who have prepared themselves in college to teach English, are often not the best candidates for teaching English as a foreign language. Often, Americans who teach foreign languages, or who have prepared themselves to teach foreign languages, are able to work more effectively in this field.

For the training of teachers, there are available summer courses, full-year courses, and longer degree courses. The

training of these teachers will take place under a variety of conditions, ranging from "quickie" courses of a few weeks conducted by a special program to two years of regular graduate study in a university. The minimum essential ingredients, however, are clearly: Structure of English, Introductory Linguistics, and Methods and Materials of teaching English as a foreign language. Additional work, depending on the exact aim of the course, could include work on literature, composition, American civilization, and background work on the country in which the teaching will take place.

*Teacher Trainers*

The next big manpower need will be for teacher trainers: persons who will carry out the training of American teachers and--probably even more important--carry out the training of foreign nationals in programs in the United States and abroad. The training for such persons must take into consideration the conditions of the countries in which they are to operate, and, where possible, provide actual experience in these countries. The task of preparing these teacher trainers belongs to American universities that have developed, or are developing, strong graduate programs in this field, and the M.A. or its equivalent should be required as a normal part of the qualifications of such persons.

*Specialists in Applied Linguistics*

The preparation of teacher trainers in the United States is part of a larger task: the preparation of specialists in applied linguistics. America needs people who are able to apply the results of linguistic science to the practical problems of language teaching, literacy training, preparation of translators and interpreters, devising of new alphabets, and preparing new textbooks. For all these an M.A. in applied linguistics is the national educational measure, with varying forms of specialization depending on the interest of the student and the function of the university. The program now being instituted at Brown University may be regarded as only the first of a number of such programs which must be developed in this country. In the development of such programs, universities may well utilize the body of experience gained by the world's largest venture in training in applied linguistics--the summer schools of linguistics conducted by the Wycliffe Bible Translators, which have trained over 1000 specialists in linguistics,

literacy programs, and Bible translation.

*Specialists in Linguistic Science*

Discussions of American language problems in the last several years have almost invariably called attention to the need for teachers, teacher trainers, and specialists in applied linguistics. Often, however, no mention is made of the training of "pure" linguists.

A need that is fundamental, and one that must not be overlooked in the making of broad plans, is the need for a (relatively) small number of specialists in linguistics as a scientific discipline, as opposed to specialists in the application of linguistics to practical language problems. It is comparable to the need in the physical sciences for basic research and instruction as against the larger and more immediately apparent need for the application of scientific knowledge to specific technological problems. Specialists in linguistics are needed for research, preparation of materials, and the teaching of a wide range of courses in linguistics at our universities. Fellowship aids are available for language specialists through the National Defense Education Act of 1958, and to a much more limited extent from foundations, for students of applied linguistics, but there is almost no specific support available for the basic theoretical study of linguistics, upon which progress in language teaching ultimately rests.

*Technicians*

One highly specialized group of people will be needed increasingly, especially in the United States--the audio technicians. The rapid development of language laboratories and other audio-visual techniques for language learning, and the increasing use of such facilities and techniques in teaching English to foreign students in American universities, has made the need for this kind of specialist apparent. Many language laboratories now in use are not satisfactorily maintained and the materials on the tapes now in use are often not of high quality, linguistically, pedagogically, or technically. It is recommended that summer institutes similar to those now sponsored by the U.S. Office of Education for secondary school language teachers be set up to give the required training.

It should be noted, however, that much of the work of TESL in schools overseas will have to be conducted without the benefit of electronic devices because of lack of equipment and electricity; thus, the activities of such trained personnel will largely be limited, at least initially, to American universities or special programs such as those of armed forces of various countries overseas.

*Key Personnel*

Finally we come to the national need for a corps of highly qualified individuals of wide experience who are able to carry out such tasks as conducting or directing preliminary country surveys, devising appropriate country programs, directing such programs, serving as counselors to American organizations, or heading English language and applied linguistics programs at American universities. Such individuals should have a Ph.D. in linguistics (or in another appropriate field, with supporting courses in linguistics) and should possess proven administrative abilities. They should also have served in a foreign TESL assignment and have an understanding of the language problems of foreign students in the United States. At present, there are in the United States only twelve to fifteen persons with these qualifications. We must increase this number immediately and provide as many as fifty or sixty such people within the next five to ten years.

The development of these key personnel takes considerable time and obviously requires certain abilities and factors of personality which cannot be produced by a formal training program alone. The best way to bring such a corps of people into existence faster than would take place by natural evolution is to open special seminars to selected, promising linguists and graduate students not presently working in TESL. One phase of these seminars should include detailed discussions by appropriate government officials, university faculty members, and foreign educators of the entire range of problems involved in TESL operations. Considering the number of candidates available for such special training, and the available facilities, a maximum of a dozen a year could be turned out. A neutral coordinating organization, such as the Center for Applied Linguistics, would seem to be the best sponsor for this kind of training.

Without such key personnel, it would be extremely difficult to achieve continuity of TESL programs. These are the people

who, through a thorough understanding of all aspects of country programs, can provide the stability which is required for real progress.

*Career Possibilities*

One of the major obstacles to the recruiting of capable people for positions in the teaching of English as a foreign language and related fields is the lack of long-term career possibilities and the relatively low status of many of the positions available.

Of the various suggestions which have been made for remedying this situation, three seem to be of particular promise:

(1) Qualifications. The teaching of English as a foreign language is not generally recognized as a separate branch of the teaching profession requiring its own special kinds of knowledge and experience. An important first step toward such recognition would be the preparation of a list of professional qualifications, including fixed minimum standards, which could be used by potential employers and administrators in evaluating applicants. Such a list was prepared by the Modern Language Association of America in 1958 for the evaluation of American high school teachers of foreign languages and it is having a powerful effect on the profession.

(2) Government service. At present the U.S. Information Agency is the principal U.S. Government employer of teachers of English as a foreign language, although other government agencies also employ, directly or indirectly, a substantial number of such teachers. Some of these positions are grants, some are contractual, almost all are temporary. The conditions of employment vary widely, and almost none of the positions fit into any system of long-term security with retirement benefits.

One obvious solution would be to create a U.S. Government English Teaching Service with established grades and qualifications which could provide personnel for operations of various government agencies and for operations of its own. Since present interdepartmental differences of organization and approach

to the problems (and indeed in some instances interdepartmental rivalry) probably rule out such a solution, other more limited solutions must be sought. Any U.S. Government agency which has or plans to have as many as a hundred English teachers directly or indirectly in its employ should establish an equitable career policy for its teachers and, through existing interagency organizations or other means, should coordinate this policy with that of other agencies.

(3) University staff rotation. It is highly desirable that members of the teaching and research staffs of TESL programs in universities should take on temporary foreign assignments. It is also desirable that individuals conducting or participating in overseas programs should have the chance to work at universities that specialize in training and research.

On the side of the university, this means that administrative and budgetary provision must be made for maintaining at all times a larger teaching staff than is actually required, with the expectation that some members of the staff will always be on foreign assignment but on completion of the assignment will return to their regular job security.

On the side of foreign operations, this means that any long-term program should normally arrange for a limited amount of special leave, perhaps one man-year out of ten in the program, to be spent at a university.

## Materials and Research

### *Materials*

We will encourage frustration and failure if we dispatch a carefully trained teacher of English as a second language to an overseas post, only to have him find that he lacks the indispensable tools for teaching: well-designed textbooks that are readily available in sufficient quantity.

The present shortage of adequate and effective tools for instruction (chiefly books, but also tapes, films, etc.) is less grave than the shortage of trained teachers. A good deal of work has been done in this field, beginning about 1945, but the tendency in the United States has been to concentrate on materials for adults. Four bibliographies that have appeared in the last few years (the last two in 1960) list a combined total of over 1600 items (with, of course, considerable overlapping). Not all this output consists of textbooks; included also are background readings and materials specifically prepared for the teacher.

Despite this rather impressive output, the preparation of materials continues to be a major concern of individuals and institutions involved in the teaching of ESL. Four areas of special need stand out, with the first perhaps the most urgent.

(1) Textbooks for the schools One immediate demand, in almost every newly independent country, is for the elimination of the old textbooks used throughout the school system in favor of new materials which are better suited to national needs. These old textbooks were in many cases similar or even identical with the books used by the former colonial power in its own schools, and the content and approach were in many respects unsuitable for the local situation. Often prepared for native speakers of English, they presented a cultural setting far removed from that of the local scene, emphasized vocabulary elements

not geared to the actual needs for the use of English in the new country, and took no account of the difficulties posed by the native language (or languages) of the students in the schools.

In the schools of some countries, especially in South Asia, there is a strong trend away from the use of English as a medium of instruction in primary and secondary schools to the teaching of English as a subject introduced in the secondary schools. This necessitates radical alteration in textbooks to correspond to new needs. Formerly, great emphasis could be placed on the study of English literary classics, since the learning of the language itself was being supplemented through hearing it in other classes as well. Now it is necessary to concentrate on narrower language goals in the actual English classes.

(2) Books for universities. In a number of countries where English is not the national language there are important institutions of higher learning which use English as the medium of instruction; for example, most of the universities of South Asia; International Christian University (I.C.U.) and Sophia University in Japan; the American universities in Cairo, Beirut, and Istanbul; and the Middle East Technical University in Ankara. All these institutions have a growing need for intensive preparatory courses to bring the secondary school graduates up to the level of proficiency in English required to carry on programs of study in the university. A closely related problem is the special preparation of foreign students for entry into universities in the English-speaking world. Materials needed in each case will vary according to the needs of the area.

Many university libraries abroad have totally inadequate collections of textbooks and reference books in English. The facilities of the U.S. Book Exchange are frequently not fully understood, and administrators feel that an adequate library is beyond their financial resources. One possible source of books is the large number of unused complimentary copies and library duplicates of textbooks in technical fields available in university offices.

(3) Supplementary readings. There is need for supplementary reading materials at the intermediate and advanced levels, both for young people and adults. Production of such materials is increasing rapidly, especially at the adult level in the United States; but besides supplementary materials of younger students, one obvious gap is the lack of suitable graded or simplified periodical literature for learners of English at different levels; one such pioneering effort is the magazine Arrow now being published experimentally in East Africa.

(4) Technical English. There is need for special textbooks in technical fields. In many countries rapid growth in technical and vocational education is planned or is taking place, but the teaching materials now available for technical English in various fields are spotty and inadequate.

Finally there is the problem of cost. For some parts of the world there are reasonably adequate books produced in the United States (such as the Fries American English Series, by Pauline Rojas and staff, for elementary and secondary schools in Puerto Rico, which could be used in its present form or with appropriate local modifications for the various Latin American countries). But often these books are priced beyond the reach of local users. In general, textbooks produced in the United States are far too expensive for use in Latin America.

Among possible solutions that may be suggested are: (a) the development of cooperative ventures in book production with the printing and distribution handled by local firms and government agencies; (b) direct or indirect subsidies to American publishers; (c) the use of special inexpensive means of reproducing existing books. It should be noted that there is a tendency among some American authors to have their books published abroad, and several cheaper editions of American texts have appeared in Japan.

*Research*

There is need for research in all aspects of TESL, but the most crucially important research needs appear to be the following:

(1) Linguistic and area research. Research on the languages and cultures of various areas of the world is becoming increasingly necessary both for strategic reasons and for furthering American understanding of other civilizations. Descriptive and contrastive linguistic studies must be made before satisfactory TESL materials can be developed, and case-books or files containing information about the cultural, social, and linguistic factors of different areas can greatly facilitate the work of present American teachers overseas and the training of new personnel for such work.

(2) Instructional materials. More research is needed on developing measures of the effectiveness of various kinds of instructional materials, as well as experimental research on new techniques, including those involving the use of auxiliary teaching devices, such as tape recorders, the so-called "teaching machines," and films prepared for instructional purposes. Research on these matters is currently going forward in a number of American universities, colleges, and research institutes. It would seem wise to strengthen the resources of these organizations where the research is relevant to the teaching of English.

(3) Methodology. We seriously need more research directed toward the evaluation of various current methods of language instruction, especially to test their effectiveness under local conditions overseas and in the hands of local teachers. Such research will be invaluable in the development of new methods and the adaptation of textbook materials to overseas needs, and will provide as well a solid basis for theories to be used in the training of teachers and teacher trainers.

(4) Psychology of language learning. Very little basic work has been done on the psychology of language learning. The need for such research, both where

expanded second-language teaching is contemplated and where problems of multilingualism exist, is self-evident.

Important projects in all four of these fields of research have been undertaken under the provisions of the National Defense Education Act of 1958, and results are already appearing. However, the NDEA, in its present form is limited to support of research relevant to improvements in the teaching of modern foreign languages in the United States, and the application to TESL, significant though it may be in some cases, is only incidental. Title VI of the NDEA should be amended to include English as a foreign language or, alternatively, other sources of support should be found for this kind of research.

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